

## LIMITED SOURCES JUSTIFICATION AND APPROVAL

### JUSTIFICATION

1. **Agency and Contracting Activity (FAR 8.405-6(c)(2)(i)):**

Agency:  
DoDAAC: W91X2A  
Joint Improvised Explosive Device Defeat Organization  
Joint Center of Excellence  
Bldg 930 Langford Lake Road Avenue G  
Fort Irwin, CA 92310  
Tel: 760-380-7137

Contracting Office:  
DoDAAC: HQ0682  
Joint IED Defeat Organization  
Contract Operations Division  
2450 Crystal Drive  
Arlington, VA 22202-3887  
Tel: 703-601-3577

2. **Nature/Description of Action (FAR 8.405-6(c)(2)(ii)):** The Joint IED Defeat Organization (JIEDDO) Joint Center of Excellence (JCOE) is seeking approval to execute a limited source, firm-fixed-priced Task Order on Orbis Operations, LLC's GSA Schedule GS-10F-0478Y contract in the estimated total amount of \$630,000 for services to support up to 9 Situational Awareness Training courses for Special Operations Forces (SOF). The contract will have an estimated three-month period to cover courses July-August 2014. JCOE seeks to procure this Situational Awareness Training for SOF units as detailed below. Overseas Contingency Operational (OCO) funds treated for administrative purposes as operations and maintenance will fund the contract.

3.

Course	Quantity	Unit Price	Total Amount
SOF SAT 5 Day On-Site Support -includes TDY Costs July - August 2014 Courses	9	\$72,000	\$630,000
Total Amount			\$630,000

3. **Description of Supplies/Services (FAR 8.405-6(c)(2)(iii)):** The JCOE's mission is to support immediate and critical Armed Service's Counter-Improvised Explosive Device (IED) training requirements and to ensure current deployment training incorporates C-IED training to the extent required by each Service or unit mission. Special Operations Forces (SOF) units currently have a very specialized mission requiring immediate IED detection and assessment of IED threats. Prior to late FY 2013, SOF primarily deployed with regular Non-SOF Army units. SOF relied on the Non-SOF Army units to provide C-IED support. As a consequence, SOF received minimal (such as route clearance, detection, and removal) specialized C-IED training, if

any. Currently, SOF units are being deployed without conventional Armed Forces and that has created a critical and life-threatening training gap as they no longer have a C-IED detection and threat assessment capability that was previously provided by Non-SOF Army units. This has become more critical this year as regular Army units are drawing down, leaving SOF units and ANSF troops with little C-IED training and equipment. To fill this urgent need, situational awareness training is being inserted into the SOF pre-deployment training to better equip SOF units for operating independently in contingency operations. Fitting the extra C-IED training before the SOF units deploy in their six-month deployment schedules is critical for effective performance of the SOF units in overseas contingency operations and essential to protect against life-threatening injuries.

In order to be operationally effective, these courses train each service member to master the skills to be alert to environmental high-risk indicators for possible IEDs in a high threat area under combat conditions. The Situational Awareness Training further builds on C-IED detection techniques using environmental aspects to trigger possible IED threats or changes in enemy operations. The training includes the six domains of human behavior: heuristics, geographics, proxemics, biometrics, atmospherics, and kinesics. These domains develop a cohesive, proactive, and predictive methodology to greatly enhance the ability of individuals to establish a baseline for the human terrain in a given context or location, and then detect anomalies in it. The training incorporates IED devices' indicators, tactical acuity, and processing and analyzing ground signatures into actionable intelligence the SOF units require for survival in challenging combat environments. The subject matter experts provided for the training instruct SOF units in all critical situational awareness skills addressing IEDs in risky combat environments.

**4. Authority Cited:** Title III of the Federal Property and Administrative Services Act of 1949, 40 U.S.C. 501, FAR 8.405-6(a)(A).

5. Reason for Authority Cited (FAR 8.405-6(c)(2)(iv)): Improvised Explosive Devices continue to be the number one killer on the battlefield. These losses have a significant impact on a unit's combat effectiveness and ability to sustain operations. The SOF SAT courses are urgently required to prevent injuries or loss of life to U.S. Armed Forces personnel. SOF units only deploy for six months and the switch to primary reliance on SOF units in Afghanistan during the upcoming critical spring fighting season has created sudden, unplanned, and urgent C-IED training requirements. Currently, Orbis Operations, LLC uniquely satisfies the SOF SAT training requirements and is the only source for this training that has submitted a program of instruction IAW TRADOC guidelines that has been approved by SOCOM and JCOE for SOF SAT and that can immediately provide the SAT to up to 20 SOF units over the next few months to meet their deployment schedules.

Previous to late 2013 SOF units unusually deployed with other regular Army units and therefore SAT C-IED training was not considered critical for SOF units and not part of their pre-deployment training. In 2014, many of the Army Brigades have been removed from Afghanistan leaving just the SOF units to train Afghanistan National Security Forces and work with the Afghanistan Mine Reduction groups. With the start of the 2014 spring fighting season and Afghanistan elections, SOF units have reported clearing hundreds of IED in each region alone

over the last few weeks. Now that SOF units are deploying without regular Army support there is an urgent and critical need to improve the SOF units C-IED training and the SAT training already developed by Orbis Operation, LLC (using TRADDOC standards and approved by the Army) was the most reliable and immediate source for providing that training to meet the SOF unit's accelerated deployment schedules. If the training cannot be provided at the time identified in a SOF Unit's schedule it cannot be rescheduled for later prior to deployment, because of the large number of pre-existing pre-deployment training requirements. Without this training, SOF units would be deploying without the requisite knowledge and expertise to identify and neutralize the IED threat. Considering the upcoming fighting season, any delay in providing this training would be unacceptable risk to sustain loss of life and serious injuries. Orbis Operations LLC, had previously developed SAT C-IED pre-deployment training courses to better prepare Army units for effective operations in Afghanistan. Orbis Operations, LLC, is the only company with experience in providing this training to units deploying to Afghanistan and in a position to provide this training to meet this urgent and compelling need. Any new contractor would need to hire and train new employees and as obtain the required security credentials. This delay would be in excess of 60 days. A gap in the training schedule of two to three months would result in up to 9 SOF units not getting this critical training prior to deployment in Afghanistan at this critical time of transitioning security functions to the ANSF while simultaneously drawing down US Forces.

**6. Description of Market Research (FAR 8.405-6(c)(2)(vi)):** Market research was conducted in 2013 using the internet and researching various highly specialized known C-IED training medium. There were no other known approved courses with this highly specialized C-IED training with the benefits and capability already adapted specifically to the IED threat similar to what Orbis Operations, LLC offers. Based upon this market research, short term SOF SAT training requirements were purchased either in small quantities on GSA Schedule where Orbis, Operations was the only bidder, or in early 2014 on a sole source urgent basis while JIEDDO developed a competitive acquisition to satisfy the long-term requirements. The uncertainties of the competitive process and a protest required cancelation of the subsequent contract award. JIEDDO took corrective action and the protest was dismissed, but had to resolicit the requirement. Award of the competitive requirements is now projected for mid to late June. Until the larger acquisition is awarded the only means of satisfying the urgent SOF SAT requirements through a proven source is through an order on Orbis Operations, LLC GSA Schedule. Although other sources have demonstrated interest in the requirement, no other source can currently provide SAT courses in approved TRADDO format, that has been vetted and approved by the C-IED community experts and can meet the required SOF units deployment schedules in the next few months.

**8. Actions Taken to Remove Barriers to Competition (FAR 8.405-6(c)(2)(viii)):** The IED continues to be the number one killer in the battlefield and JIEDDO is constantly researching and developing material and non-material solutions. JCOE's mission is to find the best training solutions for the given environment. These services for situational awareness training are urgently required by SOF units before they deploy. JIEDDO is currently in the process of evaluation for the competitive source selection. If a new company receives the award it would

take 30 days for approval of the program of instruction by SOCOM and JCOE and another 30 days to schedule the first class. The immediate requirement is for the courses urgently required for deploying SOF units in July and August 2014, to enable to competitive award process to reach conclusion.

9. **Contracting Officer Best Value Determination (FAR 8.405-6(c)(2)(v))**: I hereby determine the anticipated price of this Government contract action will be fair and reasonable. The prices are based upon commercial prices that have been determined fair and reasonable by the commercial market place and are in line with other similarly specialized group courses offered at the customer's location. Further price reductions will be sought through negotiations with the vendor prior to the contract placement.

SIGNATURE/DATE: Janet M. Carlson 6/23/14  
Name: Janet M. Carlson  
Title: Contracting Officer

**CONTRACTING OFFICER CERTIFICATION (FAR 8.405-6(c)(2)(ix))**:

I certify that this justification is accurate and complete to the best of my knowledge and belief.

SIGNATURE/DATE: Janet M. Carlson 6/23/14  
Name: Janet M. Carlson  
Title: Contracting Officer

10. **TECHNICAL CERTIFICATION (FAR 8.405-6(c)(2)(ii))**:

I certify the technical rationale for limited sources which form the basis of this justification are complete and accurate.

SIGNATURE/DATE: Jeffrey P. Rozena 6/20/2014  
Name: LCDR Jeffrey Rozena  
Title: Evaluations Branch Chief

**REQUIREMENTS CERTIFICATION (FAR 8.405-6(c)(2)(ii))**:

I certify the requirements rationale for limited sources which form the basis of this justification are complete and accurate.

SIGNATURE/DATE: Guillermo Guillen 23 JUN 2014  
Name: LTC Guillermo Guillen  
Title: Chief, CCMD/Service Integration